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ACTION EB-06

INFO OCT-01 EUR-08 ISO-00 CAB-02 CIAE-00 COME-00 DODE-00

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C O N F I D E N T I A L MOSCOW 15964

E.O. 11652: GDS
TAGS: EAIR US UR
SUBJECT: CIVAIR: PAN AMERICAN-AEOFLOT RELATIONS

REF: MOSCOW 15059

1. SUMMARY: IN PREPARATION FOR PAN AM/AEROFLOT DISCUSSIONS NEW YORK BEGINNING OCT 28, LOCAL PAN AM DIRECTOR HAS REVIEWD STATUS OF VARIOUS OUTSTANDING INTER-LINE OPERATING ISSUES. DURING PAST TWO MONTHS, ON BALANCE SOVIETS HAVE OBSERVED TERMS OF AGREEMENTS MORE FAITHFULLY THAN EARLIER, AND NEW SPIRIT OF COOPERATION BETWEEN PAN AM'S MOSCOW OFFICE AND LOCAL AERO-FLOT REPRESENTATIVES SEEMS TO BE MAKING HEADWAY ON SOLUTION OF MAJOR PROBLEMS. END SUMMARY.

2. LOCAL PAN AM MANAGER DEPARTING OCT 23 FOR NEW YORK TO PARTICIPATE IN PAN AM-AEROFLOT MEETINGS SCHEDULED TO BEGIN OCT 28 (REFTEL). IN PREPARATORY DISCUSSIONS WITH CIVIL AVIATION MINISTRY (MCA) REPRESENTATIVES SAMORUKHOV AND TIKHONOV HE ELICITED FOLLOWING AGENDA OF POINTS TO BE RAISED BY SOVIET SIDE:

A) GENERAL - FUTURE SCHEDULE/FREQUENCY PLANS INCLUDING EXTENSION OF TEMPORARY AUTORIZATION OR PERMANENT AUTHORIZATION FOR AEROLFOT FLIGHTS TO DULLES AFTER MARCH 31, 1975, AND POSSIBILITIES FOR INCREASING FLIGHT FREQUENCY TO FOUR
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PER WEEK. COORDINATION OF SCHEDULES WITH PAN AM TO ACHIEVE

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DAILY FLIGHTS US TO USSR SIX DAYS PER WEEK DURING SUMMER 1975. DISCUSSION OF TRANSCONTINENTAL US ROUTE FOR AEROFLOT AND TRANS SIBERIAN ROUTE FOR PAN AM;

B) CHARTER PROGRAM - GENERAL PRINCIPLES ON CHARTER VERSUS SCHEDULED FLIGHTS. FOR PLANNING PURPOSES, CLARIFICATION AND/OR AGREEMENT ON NUMBER OF CHARTERS EACH CARRIER EXPECTS TO FLY IN 1975;

C) SOLUTIONS FOR TICKETING PROBLEMS STILL PENDING (SEE PARA 4 BELOW);

D) EXPLORE WAYS OF ATTRACTING MORE OF EXISTING TRAVEL MARKET TO AEROFLOT/PAN AM WITH POSSIBLE ASSITANCE OF INTURIST AND AMERICAN TRAVEL AGENTS.

3. ACCORDING THO MOSCOW MANAGER DRAHORAD BOTH PAN AM AND AEROFLOT HOPE CONCENTRATE ON SEARCH FOR SOLUTIONS TO OUT-STANDING PROBLEMS AND ON FUTURE DEVELOPMENT OF TRAVEL PROSPECTS AND INTEND AVOID LENGTHY EXCHANGES ON PAST PROBLEMS/COMPLAINTS. DRAHORAD EMPHASIZED THAT HE HOPES AIRLINES WILLSUCCEED IN COORDINATING ATTITUDES TOWARD THESE ISSUES BEFORE PRESENTING VIEWS TO USG AND TWO UPPER ECHELONS OF MCA.

4. CURRENT STATUS OF VARIOUS OUTSTANDING PAN AM/AEROFLOT ISSUES FOLLOWS:

A) SOVIET TCP EMIGRANTS SINCE AUGUST 1974 AEROFLOT HAS BEEN ISSUING FOR RUBLE PAYMENTS TICKETS TO EMIGRANTS TRAVELLING MOSCOW-NEW YORK OR VIA EUROPEAN INTERMEDIATE POINTS. ABOUT 65 SUCH TICKETS ISSUED TO DATE;

B) CARGO - SINCE AUGUST AEROFLOT HAS ALSO ACCEPTED RUBLES IN PAYMENT FOR CARGO SHIPMENTS ON BOTH DIRECT MOSCOW-NEW YORK ROUTES AND THROUGH INTERMEDIATE POINTS;

C) TICKETS FOR AMERICANS - AEROFLOT HAS BEENAC ACCEPTING PAYMENT IN RUBLES FOR TICKETS FOR USCITIZENS RESIDENT MOSCOW WHENEVER TRAVEL BEGINS FROM MOSCOW ON ANY CARRIER AND CONFIDENTIAL

CONTINUES VIA PAN AM FROM AN INTERMEDIATE POINT (FOR EXAMPLE, MOSCOW-FRANKFURT VIA LUFTHANSA, FRAKFURT-NEW YORK VIA PAN AM).

D) GTR'S - AEROFLOT HAS NOT YET BEGUN ACCEPTING GTR'S IN PAYMENT FOR TICKETS ISSUED TO USG TRAVELLERS. PAN AM HAS NOT BEEN PUSHING THIS PINT, PREFERRING INSTEAD TO ACCEPT THE GTR'S AND PAY AEROFLOT FROM OWN LARGE RUBLE BALANCE;

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E) TICKETS FOR THIRD-COUNTRY NATIONALS - AEROFLOT HAS NOT YET AGREED ISSUE TICKETS FOR RUBLES TO RESIDENT FOREIGNERS OTHER THAN AMERICANS, EITHER FOR TRAVEL BEGINNING PAN AM MOSCOW OR CONTINUING FROM INTERMEDIATE POINTS VIA PAN AM;

F) TRAVEL BEGINNING OUTSIDE MOSCOW - AEROFLOT SO FAR REFUSES TICKET FOR RUBLES OR DOLLARS FOREIGNERS FOR TRAVEL BEGINNING ELSEWHERE THAN MOSCOW, AND REFUSES SO FAR ISSUE TICKETS FOR RUBLES TO SOVIET CITIZENS FOR TRAVEL NOT BEGINNING MOCSCOW. THIS INCLUDES REFUSAL OF RUBLES FOR PRE-PAID TICKETS TO BE USED BY RELATIVES IN US. DRAHORAD ESTIMATES THAT NO MORE THAN 12 TICKET REQUESTS PER YEAR FALL INTO THIS LAST CATEGORY;

G) AMENDING TICKETS - AEROFLOT HAS NOT YET AGREED REISSUE TICKETS TO ANY PASSENGER WHEN CHANGE IN ITINERARY TAKES PLACE OUTSIDE USSR. AEROFLOT CLAIMS (AND LOCAL AIRLINE OFFICES AND RESIDENTS CAN VERIFY) THAT TECHNICAL COMPETENCE OF LOCAL AEROFLOT TICKET AGENTS HAS NOT RISEN TO A LEVEL WHICH WOULD PERMIT SUCH SERVICES IN VIEW OF COMPLEX INTERNATIONAL FARE STRUCTUR AND VARIATIONS IN APPLICABLE CURRENCY EXCHANGE RATES;

H) TICKETS FOR NON-RESIDENT FOREIGNERS - AEROLFOT REFUSES SO FAR TO ISSUE TICKETS IN EXCHANGE FOR RUBLES TO ANY TOURIST VISITOR OR BUSINESSMAN WHO IS NOT RESIDENT IN USSR;

I) TICKETS FOR AFRICAN STUDENTS - AEROFLOT REFUSES ISSUE TICKETS IN EXCHANGE FOR RUBLES TO AFRICAN STUDENTS WISHING TO TRAVEL VIA PAN AM TO US EN ROUTE ELSEWHERE.
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AEROFLOT CLAIMS SUCH STUDENTS' TRAVEL IS SUBSIDIZED BY USSR AND DECLINES ARRANGE THEIR TRAVEL ON OTHER AIRLINES;

J) CREDIT CARDS - AEROFLOT HAS NOT YET AGREED ACCEPT ANY CREDIT CARDS EXCEPTING AMERICAN EXPRESS AND DINERS' CLUB. ACCEPTANCE OF UNIVERSAL AIR TRAVEL PLAN CARDS IS UNDER STUDY.

5. EARLIER AEROFLOT PRACTICE OF REQUIRING "CARGO RESERVA-TION" FOR FREIGHT TO BE SHIPPED VIA PAN AM (WHICH NECESSITATED OBTAINING SPECIAL STAMP FROM AEROFLOT'S FRUNZENSKAYA NABEREZHNAYA OFFICE) HAS BEEN DISCONTINUED. CONSEQUENTLY CARGO GOES TO PAN AM THROUGH SAME PROCEDURES AS TO AEROFLOT.

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6. GENERALLY, DRAHORAD IS SATISFIED WITH PROGRESS IN INDUCING AEROFLOT TO HONOR AGREEMENTS. GIVEN SOVIET ANXIETY TO PAVE WAY FOR RENEWED TRAFFIC RIGHTS AFTER MARCH 1975, EMBASSY EXPECTS NEW YORK MEETINGS NEXT WEEK TO GO SMOOTHLY.
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